

## Message Text

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ACTION IO-14

INFO OCT-01 ISO-00 SSO-00 NSCE-00 USIE-00 INRE-00 CIAE-00

DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10 PA-04

RSC-01 PRS-01 SPC-03 SS-20 ACDA-19 AF-10 ARA-16 EA-11

EUR-25 NEA-10 TRSE-00 OMB-01 ABF-01 ( ISO ) W

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O 010256Z NOV 73 ZFF-4

FM USMISSION USUN NY

TO SECSTATE WASHDC IMMEDIATE 715

C O N F I D E N T I A L USUN 4397

EO 11652: GDS

TAGS: AORG, AFIN, MARR

SUBJECT: UN FINANCING; UNEF

REF: (A) STATE 212888 (C) 4266

(B) STATE 213790

SUMMARY: SYG'S REPORT ON FUNDING UNEF TO BE PRESENTED TO ACABQ NOV2. THREE OPTIONS ARE OPEN TO HANDLING QUESTION IN ACABQ. US MEMBER THAT BODY SEEKS DEPT GUIDANCE SOONEST. MISSION RECOMMENDS ALTERNATIVE THREE.

1. WE HAVE JUST LEARNED FROM USYG DAVIDSON THAT SYG'S PAPER CONTAINING COST ESTIMATES FOR UNEF WILL BE MADE AVAILABLE BY NOON NOV 2 TO ACABQ. THIS WILL BE ADVANCE COPY IN ENGLISH ONLY FOR ACABQ MEMBERS, WITH PAPER BEING ISSUED AS OFFICIAL DOC IN LANGUAGES POSSIBLY ON NOV 5. DAVIDSON TOLD MISOFF THAT REPORT WILL

CONTAIN: (A) DETAILED BUDGET ESTIMATES FOR FORCE FOR FIRST SIX MONTHS TOTALING \$30 MILLION; (B) BACKGROUND INFO ON PAST UN PRACTICE IN FUNDING PEACEKEEPING FORCES, AS REQUESTED BY GUYANA AND TANZANIA IN GENENERAL COMITE OCT 31; AND (C) STATEMENT IN LINE WITH PARA 7 OF S/11052/REV.1 THAT "COSTS OF FORCE SHALL BE CONSIDERED AS EXPENSES OF THE ORGANIZATION TO BE BORNE  
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BY MEMBERS IN ACCORDANCE WITH ART 17, PARA 2, OF CHARTER." HE ADDED THAT , WHILE THERE HAD BEEN EXTENSIVE DEBATE WITHIN SECRETARIAT ON WHETHER OR NOT TO INCLUDE IN PAPER MEANS OF APPORTIONING UNEF EXPENSES(I.E., REGULAR BUDGET OR

SPECAIL SCALE), DECISION FINALLY TAKEN WAS TO NOT SUGGEST ANY METHOD AND LEAVE MATTER TO ACABQ AND FIFTH COMITE.

2. DAVIDSON EXPRESSED HOPE THAT ACABQ COULD CONSIDER SYG'S SUBMISSION IMMEDIATELY UPON RECEIPT AND , SUBMIT ITS RECOMMENDATIONS TO FIFTH COMITE EARLY NEXT WEEK. DAVIDSON BELIEVES THAT FOR PSYCHOLOGICAL REASONS ACABQ AND FIFTH COMITE SHOULD ACT EXPEDIATIOUSLY.

3. US MEMBER ACABQ (STOTTLEMYER) HAS DISCUSSED WITH COMITE CHAIRMAN HANDLING OF SYG'S REPORT ; CHAIRMAN BELIEVES COMITE SHOULD DEAL WITH SYG PAPER ON URGENT BASIS BUT WILL PUT QUESTION BEFORE FULL COMITE. MOST MEMBERS OF ACABQ BELIEVE THAT BODY SHOULD MEET IN EXTRAORDINARY SESSIONS OVER WEEKEND. STOTTLEMYER INTENDS TO PRESS FOR IMMEDIATE CONSIDERATION BY ACABQ.

4. DILEMMA FACING US, AND IN PARTICULAR US MEMBER ACABQ, IS HOW TO DEAL WITH APPORTIONMENT OF UNEF COSTS SINCE SYG WILL SIDESTEP ISSUE TO DEAL WITH APPORTIONMENT OF UNEF COSTS SINCE SYG WILL SIDESTEP ISSUE IN HIS REPORT. WE SEE THREE ALTERNATIVES:

(A) FIRST, ACABQ LIKewise CAN SIDESTEP ISSUE ON GROUNDS THAT IT IS A POLITICAL QUESTION AND NOT WITHIN TERMS OF REFERENCE OF THAT BODY. ONLY FIFTH COMITE, THEREFORE, IS COMPETENT TO DEAL WITH MATTER. THIS, OF COURSE, WOULD GET ACABQ OFF THE HOOK, HOWEVER, IT HAS DISADVANTAGE IN THAT FIFTH COMITE (COMPOSED OF 135 DELS AND INCREASINGLY UNDER PRESSURE FROM NON-ALIGNED TO ACT IN THEIR FAVOR) CONSIDERATION WILL LIKELY RESULT IN BOTH EXTENDED DEBATE AND RECOMMENDATION LESS FAVORABLE TO US AND OTHER MAJOR CONTRIBUTORS. ALREADY WE UNDERSTAND NUMBER OF DELS, IN PARTICULAR BRAZIL, BUYANA, ARGENTINA, KENYA, AND TANZANIA, ARE WORKING ON APPORTIONMENT SCALES INTER ALIA TO REDUCE BY 50 PERCENT ASSESSMENT ON FLOOR COUNTRIES, EXCLUDE 25 LEAST DEVELOPED COUNTRIES FROM SCALE (IDEA FLOATED BY PERM REP OF FRANCE IN SECURITY COUNCIL OCT 27), AND REDUCTION BY AT LEAST 50 PERCENT IN COUNTRIES WITH LOW PER CAPITA INCOME. IN THIS REGARD WE WOULD NOTE THAT SINILAR REDUCTIONS WERE PROVIDED FOR IN SPECIAL SCALES ADOPTED BY GA FOR FIRST UNEF AND THE ONUC.

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(B) SECOND, PRESS IN ACABQ FOR APPORTIONMENT OF UNEF EXPENSES ACCORDING TO SCALE OF ASSESSMENTS FOR REGULAR BUDGET FOR TRIENNium 1974-76. THIS WOULD PLACE US AT 25 PERCENT LEVEL. HOWEVER, GIVEN INFO CONTAINED PREVIOUS PARA, EXTENSIVE SOUNDINGS WE HAVE HAD WITH OTHER DELS STATEMENTS MADE IN SC, GENERAL COMITE, AND PLENARY, THIS APPROACH IS CLEARLY A NONSTARTER. TO COMPUnd ISSUE, WE WOULD CALL ATTENTION TO PARA 15 OF A/3302, ADD. 1-30. IN PARA 15, WHICH PERTAINS TO SYG'S PROPOSALS ON 6 NOV 1956 TO FINANCE FIRST UNEF, IT IS STATED THAT "A BASIC RULE ... WOULD BE THAT A NATION PROVIDING A UNIT (TO UNEF) WOULD BE RESPONSIBLE FOR ALL COSTS FOR EQUIPMENT AND SALARIES, WHILE ALL OTHER COSTS SHOULD BE FINANCED OUTSIDE THE NORMAL BUDGET OF THE UN". IN ADD. 20 TO A/3302 AMB LODGE, IN REPLYING TO SYG'S

REPORT, SAID THAT US "IS IN FULL AGREEMENT WITH PLAN FOR FINANCING FORCE DESCRIBED IN PARA 15 OF SYG' S SECOND AND FINAL REPORT AND EXPECTS TO PARTICIPATE IN THE SHARING OF COSTS IN ACCORDANCE

WITH ANY REPEAT ANY EQUITABLE FORMULA EVENTUALLY DETERMINED BY THE GA."

IN PRESENT ATMOSPHERE AND GIVEN PAST HISTORY ON UNEF AND ONUC FINANCING , INCLUDING GA RES 1732 (XVI) FOR UNUC, WE WOULD INTERPRET "EQUITY " NOW TO MEAN THAT US AND SOME OTHER MAJOR CONTRIBUTORS WOULD BE CALLED ON TO MAKE CONTRIBUTIONS IN EXCESS OF REGULAR SCALE OF ASSESSMENTS AND AT SAME TIME TO GIVE BENEFIT OF LDC MEMBERS.

(C) THIRD, TRY IN ACABQ TO WORK OUT AN APPORTIONMENT FORMULA TO MEET ANTICIPATED DEMANDS OF LDC'S WHILE AT SAME TIME ATTEMPTING TO MINIMIZE ADDITIONAL GUDEN PLACED ON US. IF ACABQ COULD AGREE TO SUCH A FORMULA, WE BELIEVE IT MIGHT BE POSSIBLE TO AT LEAST PARTIALLY HEAD OFF AN UNCONTROLLABLE, EXTENSIVE, -\$ -5 58.3 -48.9,897 \$3?-53 8, \*8FTH COMITE. FURTHERMORE, BY ACABQ RECOMMENDING SUCH A SCALE, RESULT MIGHT BE FOCUS FIFTH COMITE DEBATE ON ACABQ PROPOSAL AND THUS MORE QUICKLY ARRIVE AT DECISION BY FIFTH COMITE BY BLUNTING POSSIBLE PROPOSALS BY RADICAL MEMBERS OF THAT BODY.

5. GIVEN SIZE, COMPOSITION, METHOD OF OPERATION, AND CREDIBILITY OF ACABQ, US MEMBER, IN CONSULTATION WITH OTHER COMITE MEMBERS, MIGHT BE ABLE TO FORMULATE AN APPORTIONMENT SCALE OUTSIDE UN REGULAR BUDGE AND WITHIN SPECIAL ACCOUNT WHICH WOULD BE MORE FAVORABLE TO US THAN IF MATTER THROWN TO FIFTH COMITE. SOVIET MEMBER (GRODSHY) OF ACABQ APPROACHED STOTTLEMYER YESTERDAY  
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TO EXPRESS HIS PERSONAL VIEW FOR ACABQ TO DEAL WITH QUESTION OF APPORTIONING UNEF COST. HE SAID HE FAVORED REGULAR BUDGET SCALE, TO WHICH STOTTLEMYER REPLIED THAT WAS HIS PREFERENCE. &49\$ (6 -\$\$3\$, HOWEVER, IT MOST UNLIKELY THAT 1974-76 SCALE EITHER WITHIN REGULAR BUDGE OR SPECIAL ACCOUNT WOULD BE ACCEPTABLE EITHER TO ACABQ OR FIFTH COMITE MEMBERS AND SUGGESTED, THEREFORE, THAT IT MIGHT BE NECESSARY FOR US AND USSR TO TAKE A MORE FLEXIBLE POSITION AND ACCEPT A SCALE WITH BOTH COUNTRIES ASSESSED AT HIGHT LEVEL. HE SAID HIS PERSONAL VIEW WAS THAT USSR (INCLUDING UKRAINE AND BYELORUSSIA) MIGHT AGREE TO ASSESSMENT IN NEIGHBORHOOD OF 18-20 PERCENT, BUT WOULD BE CONTINGENT UPON US MEMBER AGREEING TO COMPARABLE INCREASE IN SCALE FOR US. IN RESPONSE, STOTTLEMYER, SPEAKING PERSONALLY, REITERATED DESIRE FOR US TO BE ASSESSED AT 25PER-

CENT WITHIN REGULAR BUDGET FOR UNEF AND USED ARGUMENTS CONTAINED REFTELS (A) AND (B). WHILE ATTEMPTING TO EVADE GRODSKY'S DIRECET QUESTION ON WHETHER OR NOT US WOULD BE AGREEABLE TO ASSUMING MORE THAN 25 PERCENT OF UNEF COST, GRODSKY RAISED QUESTION AGAIN. STOTTLEMYER REPLIED THAT IN HIS VIEW, THERE MIGHT BE MERIT IN SUGGESTION BY GRODSKY BUT THAT HE WOULD HAVE TO THINK ABOUT SUGGESTION SINCE SYG' S REPORT WAS NOT OUT AND THUS DID NOT KNOW HOW SYG MIGHT DEAL WITH QUESTION.

6. SINCE THERE IS POSSIBILITY THAT ACABQ WILL TAKE UP SYG' S  
REPORT LATE NOV2, US MEMBER ACABQ REQUESTS DEPT GUIDANCE SOONEST  
ON WHICH OF ABOVE - MENTIONED ALTERNATIVES SHOULD BE  
PURSUED. MISSION RECOMMENDS ALTERNATIVE THREE.  
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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 12 MAY 1999  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** n/a  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 01 NOV 1973  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** garlanwa  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1973USUNN04397  
**Document Source:** ADS  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** n/a  
**Film Number:** n/a  
**From:** USUN NY  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1973/newtext/t19731168/abqceles.tel  
**Line Count:** 170  
**Locator:** TEXT ON-LINE  
**Office:** ACTION IO  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 4  
**Previous Channel Indicators:**  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** (A) STATE 212888 (C) 4266 (B) STATE 213790  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** garlanwa  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 09 OCT 2001  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <09-Oct-2001 by shawdg>; APPROVED <11-Dec-2001 by garlanwa>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** UN FINANCING; UNEF  
**TAGS:** AORG, AFIN, MARR  
**To:** STATE  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005